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Report to the Regional Planning Committee
of the Association of Bay Area Governments

Approved by the
Civil Preparedness Technical Advisory Committee
November 18, 1975

Approved for
Presentation to the Executive Board
by the
Regional Planning Committee
December 10, 1975

Approved for
Presentation to the General Assembly
by the
Executive Board
December 18, 1975

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PREFACE

The Bay Area, with its abundant waterways, mild climate, and fertile soil, is a unique and priceless resource. It has been developed into cities, transportation systems, agriculture, a business climate, parks, and a culture that are world renowned.

On the other hand, the Bay Area is constantly threatened by major disasters. The losses from earthquake, flood, landslide, or dam failure could be enormous to both life and property. This is because growth has occurred generally by capitalizing on the advantages of the area while giving less than full recognition to its hazards.

Even if the Bay Area were struck by an enormous disaster, most people agree that the area would be rebuilt and prosper, because its advantages far outweigh its hazards.

Yet it is prudent to consider the hazards and possible disasters and to make plans to reduce vulnerability to them. This work is one more step toward achieving an environment that will grow safer and more resistant to disaster as time passes.

PREFACE

The Bay Area, with its abundant resources, mild climate, and fine scenery, is a unique and beautiful region. It has been called the "Silicon Valley" because of its concentration of high-tech industries, and it is a culture that has world renown.

On the other hand, the Bay Area is also a region of great diversity. The people who live here are from all over the world, and they bring with them their own cultures, languages, and traditions. This diversity is one of the strengths of the Bay Area, and it is what makes it a truly unique and beautiful region.

Even if the Bay Area were struck by an enormous disaster, we would agree that the area would be rebuilt and prosper, because of the advantages far outweigh the hazards.

But it is not just the advantages that make the Bay Area a truly unique and beautiful region. It is also the people who live here who make it a truly unique and beautiful region. The people who live here are from all over the world, and they bring with them their own cultures, languages, and traditions. This diversity is one of the strengths of the Bay Area, and it is what makes it a truly unique and beautiful region.

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INTRODUCTION

This report represents an important first step in establishing a useful role for the Association of Bay Area Governments (ABAG) in Bay Area civil preparedness and disaster mitigation.

ABAG began a one-year civil preparedness planning project in mid-1974 under the sponsorship of the Defense Civil Preparedness Agency (DCPA). One of the major objectives of this project is to develop a civil preparedness plan of action suitable for ABAG to undertake. A broadly-based committee is essential to the successful formulation of such a plan, and therefore a Civil Preparedness Technical Advisory Committee (CP/TAC) was established for this purpose. The Executive Board (on January 16, 1975) and the Regional Planning Committee (on March 12, 1975) were informed about the civil preparedness project in general and the specific importance of CP/TAC. The CP/TAC was established and first met on April 22. The RPC was given a report of progress on July 2. The CP/TAC completed the essential features of its planning on November 18 after six meetings.

This report is intended to provide further analysis and information to augment Chapter D -- "Land for Public Safety" -- of the report Areas of Critical Environmental Concern, Review Draft, June 1975, previously submitted to the Regional Planning Committee by the Regional Open Space Task Force.

The CP/TAC developed recommended priorities, identified categories of disaster preparedness planning suitable to ABAG, prepared an organized listing of recommended ABAG activities, and prepared a recommended work program.

SUMMARY OF RECOMMENDATIONS

The CP/TAC recommends that ABAG approve these priorities to guide ABAG's civil preparedness and disaster preparedness activities. The priorities are given in descending order of importance.

- (1) Advocate governmental support of civil disaster preparedness.
- (2) Advocate citizen support of civil disaster preparedness.
- (3) Promote disaster preparedness at the regional and local levels.

The CP/TAC recognizes that ABAG as an agency has no operational role during the emergency phase of responding to a disaster. This, CP/TAC believes, is appropriate.

The CP/TAC identified three categories of disaster preparedness and recovery planning in which there is a potential role for ABAG. These are outlined in greater detail under "Recommended ABAG Activities".

- (1) Hazard reduction planning. This includes planning and activities that would avoid disasters or reduce or mitigate those hazards that could lead to disasters.
- (2) Disaster response planning. This includes planning and activities in support of the emergency response planning, training, and exercising that are the responsibility of other agencies.
- (3) Post-disaster recovery and reconstruction planning. This includes pre-disaster planning and activities to assure rapid recovery and low-hazard reconstruction following a disaster.

The CP/TAC believes the recommendations should be integrated into the existing work programs of ABAG with no, or at least negligible, increase in staff.

The CP/TAC concludes that the Bay Area would benefit substantially from ABAG's undertaking the civil preparedness and disaster preparedness activities and the work program indicated in this report.

RECOMMENDED ABAG ACTIVITIES

A coordinated list of activities the committee recommends ABAG should pursue is outlined below. These activities would round out and be supportive of local and state civil preparedness and disaster preparedness efforts.

I. ABAG SHOULD ADVOCATE GOVERNMENTAL SUPPORT OF DISASTER PREPAREDNESS

A. By ABAG membership

These activities are intended to encourage local governments to commit more effort to disaster preparedness.

1. Emphasize the importance of disaster preparedness.

ABAG is planning to hold its General Assembly at the Oakland Museum, February 11-12, 1976. The General Assembly theme will be on earthquakes.

The General Assembly audience will be mainly elected officials and professional staff from local government. Concurrently, the Oakland Museum will be opening a major exhibition on earthquakes. Both of these activities will include disaster preparedness as a major component.

Other approaches for emphasizing the importance of disaster preparedness should be developed based on information generated by the General Assembly.

2. Urge full participation by local government in available State and Federal programs.

The Federal government offers local governments many opportunities to obtain Federal assistance in developing and maintaining a civil (or disaster) preparedness capability. ABAG staff should work with the State Office of Emergency Services (OES), Region II, to identify those jurisdictions that are not fully participating in available programs, and through a mutually developed ABAG/OES plan, encourage and aid those jurisdictions to participate.

3. Urge the identification and evaluation of hazards by local governments as a part of disaster preparedness and land use planning.

Examples of information which will be available:

- a. ABAG Hazard Evaluation Guide
 - b. ABAG Land Capability and Land Use Manual
4. Urge the implementation of risk reduction measures.
 5. Publicize educational opportunities available to local government, elected officials and staff on safety, risk, hazards, disaster response, and land capabilities.
 6. Urge local government participation in disaster response exercises.
 7. Provide recognition to ABAG jurisdictions that are outstanding in their safety, seismic safety, and civil or disaster preparedness planning and programs.
 8. Promote the idea of a commitment from local governments to participate in a Bay Area "Earthquake Preparedness Week" annually or biannually.

B. By State and Federal Government

An ABAG role in such activities could include the following:

1. Comment on State and Federal legislative bills that relate to safety and disaster preparedness.
2. Comment on proposed State and Federal regulations relating to disaster preparedness.
3. Propose State and Federal disaster preparedness legislation as needs are recognized.
4. Work with the State Seismic Safety Commission on matters of interest to ABAG.

II. ABAG SHOULD ADVOCATE CITIZEN SUPPORT OF DISASTER PREPAREDNESS

A. Emphasize the Importance of Disaster Preparedness

The February 1976 General Assembly using an earthquake theme mentioned above (under I.A.1.) is open to the public and is expected to receive good coverage by the news media. This activity should serve to increase public awareness and have a beneficial effect on public attitudes concerning earthquake preparedness in particular and disaster preparedness in general.

The General Assembly impact on the public should be analyzed and plans made to promote further the earthquake exhibition at the Oakland Museum.

The experience gained from General Assembly activities should then be used to develop a plan for encouraging public participation and support of other types of disaster preparedness.

Plans should be developed for making full use of current events, such as disasters outside the region, which have Bay Area disaster preparedness implications to encourage more public support of local governments' preparedness activities.

B. Encourage Citizen Involvement

ABAG should encourage citizen involvement in planning, in preparing, and in providing disaster services such as involvement in American National Red Cross, social services, auxiliary fire and rescue services, and amateur communications.

III. ABAG SHOULD PROMOTE DISASTER PREPAREDNESS AT THE REGIONAL AND LOCAL LEVELS

A. Hazard Reduction

1. ABAG should participate in hazards reduction policy development in the following ways:
 - a. Prepare and approve "Hazards Reduction" policies and goals as a part of the Regional Plan;
 - b. Offer technical assistance to ABAG members in updating their safety and seismic safety elements;
 - c. Upon local request review and comment on draft revised local safety and seismic safety elements;
 - d. Comment on the disaster-related aspects of proposed Federally funded projects having regional significance (A-95 process).
2. ABAG should provide information and data services through:
 - a. Establishment and maintenance of a library of civil and disaster preparedness information;
 - b. Published articles on disaster preparedness in "Bay View".
3. ABAG should conduct disaster preparedness seminars and workshops for planners as the need for these arises.

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C. Post-Disaster Recovery and Reconstruction

1. Participate in reconstruction planning in the following ways:
 - a. Include post-disaster reconstruction and land use planning policies in the Regional Plan;
 - b. Include recovery and reconstruction in the guidelines and technical assistance for the preparation of Bay Area local government safety and seismic safety elements to their general plans;
 - c. Include planning for the disposal of disaster-generated rubble and debris using emergency disposal sites identified before the disaster. This planning should be done in cooperation with the San Francisco Bay Conservation and Development Commission, the U. S. Army Corps of Engineers, and Bay Area solid waste management organizations.
2. Provide information and data service to ABAG members.
3. Utilize news media to publicize the reconstruction planning process.



RECOMMENDED WORK PROGRAM

Significant Work Elements (1975-1976)A. Civil Preparedness Technical Advisory Committee Report

Submit the findings of the CP/TAC to the Regional Planning Committee (RPC) and to the Executive Board for further action or approval.

B. Disaster Preparedness

Develop a comprehensive and continuing disaster preparedness program for ABAG based upon the recommendations of CP/TAC as approved by ABAG.

C. Feb. 1976 General Assembly

Arrange for and hold the ABAG General Assembly February 11 and 12, 1976, with a theme devoted to earthquakes. This program is intended to evoke a positive response from elected officials and the public toward supporting seismic safety and disaster preparedness measures.

D. A-95

Develop a definition of "regional significance" to be applied to the seismic safety and disaster preparedness aspects of proposed federally-funded projects. This is necessary to determine whether or not the proposal should be reviewed by ABAG under the "A-95" process.

E. Hazards Evaluation Guide

Publish the hazards evaluation guide (developed in 1974-1975). Use it on a trial basis in the Federal/State On-Site Assistance process to aid local government in evaluating local hazards and in setting disaster mitigation priorities.

F. Planning Aids

Identify planning tools to aid in local disaster preparedness and seismic safety planning. Use the Land Capabilities and Land Use Manual and other similar resources.

G. Communications Systems

Coordinate with the Joint Comprehensive Health Planning program establishing a regional emergency medical communications network that will be compatible with the needs of disaster operations.

H. Disaster Exercises

Encourage local government participation in regional disaster exercises, and provide technical support in cooperation with participating State and Federal agencies.

Significant Work Elements for Subsequent Fiscal Year

(These will be generated later, based upon ABAG review and approval of CP/TAC recommendations.)